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Preliminary Report No. 1

BACKGROUND

San Francisco Department of City Planning
March 1969

THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SEC. 701 OF THE HOUSING ACT OF 1954, AS AMENDED

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THE MYSTERIOUSNESS of cities like San Francisco. For a long time, it seemed to stand still, in a golden glow, unreal and provocative. Its familiar outlines were as fixed as a bee in amber: gentle skyscrapers (not one out of proportion to the surroundings), Coit Tower a white exclamation mark over a tumble of wooden shacks, North Beach an Italian village (accordions and arias, but without self-consciousness)

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PREFACE

The Department of City Planning recently began work on a two year urban design study of San Francisco. This report is intended to serve as an introduction to the study -- to provide an understanding of some of the issues and objectives underlying the project. The last ten years have brought significant changes in the form and character of San Francisco. These changes continue. It is a fundamental premise of the urban design study that such change must be positive and should be assessed on the basis of a citywide design plan.

This is the first of eight preliminary reports and is a product of the Reconnaissance Study. It includes an outline of recent changes in the city's form, a description of the different work elements and phases of the study, graphic illustrations of the city's form and structure, and a glossary of terms frequently used in the study. It is intended that this material will provide a framework for the discussion of the city's design and development.

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1

CHANGE IN SAN FRANCISCO

SAN FRANCISCO: CITY OF CHARACTER

San Francisco is a city of vitality and contrasts; of gracious homes and busy downtown streets, stately buildings and flashy neon nights, of graceful bridges and quiet parks: it is a city of many faces, combining the variety of life styles and activity characteristic of modern urban life with a warmth and charm rarely found in large metropolitan centers.

A city's form and structure is one of the few tangible expressions of its character. San Francisco's intimate scale, its easily distinguishable landmarks and districts, endow it with a "sense of place" and history that make it unique among American cities.

Interwoven into the fabric of the city are remnants of its early days: distinctive communities such as Chinatown, North Beach, and the Mission, stand alongside mansions, plazas, and hotels -- monuments to an era of gold panning and railroad building. In close proximity to these areas are centers of highly urban commercial and administrative activity -- the financial district, Ghirardelli Square, and the cluster of development around the Civic Center.

No less a part of the city are its many nondescript or deteriorating areas: the no man's land south of Market buried in the shadow of high speed freeways and industrial plants; the often monotonous sameness of the Sunset, or the dead end road of Hunter's Point where streets go unpaved, hills unplanted, and human needs, unfulfilled. These and similar areas

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are also expressions of the city's character; painful reminders of its shortcomings, and witness to the need for environmental improvement.

San Francisco has thus far responded to the pressures of development and expansion without losing its traditional color and intimacy. Its form and structure, and particularly its hills, have proved an invaluable resource in this process. Because of the hills the various districts and communities of the city appear as separate enclaves, many characterized by distinctive boundaries, features, and a particular identity.

Not only does the city have a varied terrain and a number of distinctive activity and residential centers; it also has views and perspectives -- of the waterfront, the bay, other parts of the city, and surrounding regions of Marin and Berkeley.

Few cities can speak of such opportunities, and fewer still, of the sense of place created by San Francisco's topographic variety. The hilltops serve as major points of orientation, making the city one of the few metropolitan centers that can be understood by its residents and visitors: a man standing atop any of the taller hills understands the physical relationship between different parts of the city. He knows where downtown is; he can see the waterfront and the bridge, and direct himself accordingly.

The best man-made development has enhanced the city's natural quality. Union Square, Maiden Lane, the newly developed area around the northern waterfront begin with the pedestrian as their point of reference. Downtown too is for people, with small plazas and resting points tucked between tall serious buildings.

This is the city at its best however. There are also areas where no such concern is visible, where in fact the contrary appears true. Hidden among the city's hills are desolate streets, run-down neighborhoods, and lonely people. A natural cove on the eastern side of the city, Mission Bay, lies buried beneath the industrial plants south of Market. San Francisco has lost great design opportunities, and sometimes, in the process, valuable human resources. It is time that the inventive and sensitive spirit behind the city's achievements be directed to the fullest understanding and development of its physical environment.

SAN FRANCISCO: CITY OF CHANGE

San Francisco is also a city of growth and change. Its character and spirit have made it the choice location of families and major corporate interests. The changing role of the city in the larger Bay Area, along with the need for additional housing and office space, have and will continue to generate rapid and significant changes in the city's form.

San Francisco's physical structure, its form and character -- its hills and intimate scale, and even its blighted areas -- constitute resources and points of reference that must be considered as plans are made for further change. It is an appropriat for considering how the city might best direc growth -- for determining the form of developr best suited to its needs and character.

Major forces of change in San Francisco includ the expansion of the financial district, const tion generated by the increasing importance of tourism, population pressures, renewed activit, around the waterfront, and the expansion of tr portation facilities. All of these developmen point to positive signs of change. No less imp tant to the overall vitality of the city are ch stemming from deterioration. Changes of this n constitute obstacles to the city's overall deve opment, and must be given the same consideratio changes caused by growth.

THE FINANCIAL DISTRICT

Office development in the central business distr is continuing the surge of the past ten years; towers rising competitively into the sky bear wi ness to the decision of major financial interest to locate executive offices in San Francisco. T trend is increasing, and making major imprints o the city's form in the process: development is growing intensely skyward in the area around California and Montgomery, while many companies are building in areas adjacent to the city's traditional financial district. PG&E and the Pacific Telephone Company have both located major facilities on the south side of Market, the first step toward linking the north and south side of Market Street. Plans for the Embarcadero Center at the foot of Market, include provisions for three offic towers; one sixty stories tall; one, forty-five, a the other, twenty-five stories. This complex prom ises to expand the traditional definition of the financial district to include areas east of its present boundaries.

Expansion to the north and northeast is also occurring. The International Market Center, to be located at the base of Telegraph Hill, the Golden Gateway, and other proposed developments, if continued, will extend the boundaries of the central business district considerably north of its present extremities, into the North Beach and Telegraph Hill area.

TOURISM AND RELATED COMMERCIAL ACTIVITY

The increasing importance of tourism and related commercial activity to the city's economy also promises to generate major changes in the city's form. While San Francisco has long been a favorite destination of vacationing families and convention delegates, it is only in the past ten years that tourism has become one of the three most important industries in the city.

The growth of tourism has sparked development throughout the city. The new Japanese Trade and Cultural Center and the adjacent Nihon Machi area, a part of town previously known only by residents, is becoming a popular stopping and shopping place of visitors. Development of the area has generated social and economic vitality similar to that which has evolved with renovation in the Northern Waterfront area where previously abandoned fac-

tories and warehouses in the area now house shops, restaurants, and theatres.

Plans for several major new hotels and convention facilities in San Francisco are now underway. Proposals for new buildings include the 450 room Hyatt Hotel at California and Jones, a major hotel to be constructed on the site of the Plaza Hotel at Post and Stockton, the hotel proposed for the International Market Center at the foot of Telegraph Hill, the 572 room hotel in the Chinese Cultural Center at Kearny and Washington, and the 800 room hotel in the Embarcadero Center.

In addition to these plans for new facilities, several of the city's older hotels anticipate major expansion: the Hilton tower will add 700 rooms to its already extensive capacities; the St. Francis, 440 rooms; the Fairmont and the Mark Hopkins may also add facilities.

This remarkable expansion points to more than the increasing importance of tourism to San Francisco. It indicates the necessity of preserving and enhancing those qualities of the city that make it an attractive destination. The physical character of San Francisco is one of its most valuable resources: it is imperative that measures be taken to insure the preservation and development of its distinctive qualities. Its growth and expansion should proceed on the basis of guidelines designed to preserve its natural form, and encourage its anticipated development.

THE WATERFRONT

Increased activity around San Francisco's famous Waterfront has and will continue to generate major changes in the city's physical form. Already, what was once a sleepy, inactive group of warehouses and old factories is now a prime residential and commercial center -- Ghirardelli Square and the Cannery; an area of elegant restaurants, shops, and theatres and a major drawing point of the city for both residents and visitors.

The recently released Northern Waterfront Plan and the Arthur D. Little study on the Port of San Francisco suggest a similar transformation for an area extending from Fisherman's Wharf to Market Street. Both studies anticipate the relocation of many maritime facilities south of their present location, and the adoption of the area extending from the base of Telegraph Hill to the water, and as far south as Market Street for residential, commercial, and office uses.

Proposals for the area around the Ferry Building promise a new character of development for that small, but significant point of the city. Renewed ferry service to other parts of the Bay Area could combine with the activity generated by the BARTD station and the Embarcadero Center (which includes major convention, office and hotel facilities), to create a major new pedestrian center in an area now used primarily for parking. Landscaping for a park adjacent to transit facilities and the inevitable development of small commercial enterprises, to provide services for incoming commuters and tourists, promise the regeneration of an old gateway to the city.

This combined expansion of residential, commercial, and office facilities will totally alter the character of the northeastern corner of the city. An area long known to residents as the industrial waterfront, promises to become a highly sophisticated downtown residential and commercial center.

TRANSPORTATION

The expansion of the transit system and the creation of new facilities to serve the increasing volume of traffic -- both pedestrian and auto -- throughout the city, stand to have an immeasurable impact on the city's form. The southern extension of the Embarcadero Freeway will link the north and southeastern portion of the city, while the Southern Crossing promises to facilitate increased traffic between San Francisco and the East Bay.

BARTD promises to generate significant changes along Market Street and through the Mission, where new residential and commercial development is anticipated. The Market Street Design Plan, stimulated in part by the new transit system, indicates a radically different character for this, one of the city's major streets. Emphasis on the linear development of the street, and the addition of pedestrian and shopping facilities will strengthen the link between outer Market and the downtown core.

As movement to and within the city becomes easier, greater numbers of people will be participating in its social and cultural opportunities. At the same time, new lines of activity and movement will evolve, adding significant form elements to the city's character.

URBAN DESIGN AND CHANGES IN THE CITY'S FORM

The developments mentioned point to San Francisco's remarkable expansion and are indicative of continued economic growth. Extensive changes in the city's form are an inevitable product of this growth.

New buildings and developments make bold and subtle changes in the city's design, often without reference to its overall form. In time, these changes become irrevocable commitments to particular patterns of development. San Francisco's physical structure, its form and character -- intimate scale, hills, even blighted areas -- constitute resources and points of reference that must be considered as plans are made for further development.

San Francisco is presently without an overall design statement to guide its physical development. The Urban Design Study begins with the assumption that change can be an opportunity if it is based on an understanding of the city's form -- not on fragmented concepts developed on a stopgap basis.

It is the purpose of this study to develop a design framework that will guide physical development in a manner consistent with the city's heritage, and conducive to its further growth and well being.

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2 THE URBAN DESIGN STUDY

STUDY PROCESS

The San Francisco urban design study will progress through three phases, each serving as a point of reference for that which follows. The first phase involves survey and research work, intended to provide a full understanding of the city's physical structure. The second phase will address itself to the development of design objectives, principles, and policies, based on the findings of phase I. The third and final phase of the study entails the preparation of design plans, consistent with the conclusions established in the earlier phases of the study.

PHASE I: SURVEY AND RESEARCH

The preparation of a design framework for the city's development demands an understanding of the many and complex elements of its physical design. Phase I of the urban design project will be devoted primarily to the collection of information on basic elements of the city's form. Four lines of inquiry will supplement the form studies: design background, methods of implementation, and pertinent social and economic trends.

The design background studies will provide additional information on the city's physical make-up including historical development, community structure, land coverage and building condition. A form and image survey will outline and analyze the physical components, both natural and man-made, that give the city its special character. Problems and opportunities, both existing and potential, will be identified.

Implementation studies will include a review of existing plans and policies, and the analysis of design control and review processes in the city. The purpose of these two studies is to establish the manner in which present controls, plans, and policies -- both implicit and explicit, public and private -- influence the form and appearance of the city's development. A clear picture of present controls and policies will facilitate the selection of effective implementation tools.

The social studies to be conducted as part of Phase I will concentrate on three main considerations: the manner in which different groups perceive their physical environments, the priorities they would assign to community improvements attainable through urban design, and the possible conflicts between citywide and neighborhood design objectives.

The economic studies to be included in the survey and research phase of the project will focus on two major questions. The first of these is the impact of economic trends on the city's form and development, both present and future. The second is the identification of possible conflicts between the city's economic policies and its social priorities.

PHASE II: DEVELOPMENT OF DESIGN OBJECTIVES, PRINCIPLES AND POLICY

In this phase of the urban design project, the individual lines of investigation of Phase I will be brought together in the development of a set of citywide and district design objectives and policies consistent with the twofold purpose of the study: the preservation and development of the city's form and character; and the effective allocation of design resources to areas that suffer from a lack of social, physical, or economic vitality.

This dual focus demands design objectives and policies that will meet the following criteria: the minimization, if not resolution, of conflicts between neighborhood and citywide objectives, and the determination of the most effective use and allocation of design resources throughout the city.

An advisory committee of citizens representing the city's many interests, talents, and concerns, has been formed to advise and assist the staff in the development of design objectives, priorities and policies.

PHASE III: A DESIGN PLAN FOR SAN FRANCISCO

The survey and research work conducted in Phase I of the study will in large measure define the design problems and opportunities facing San Francisco. Phase II, the formulation of design objectives and priorities, will sift out inconsistencies and establish the direction of the design effort, completing the framework for San Francisco's Urban Design Plan.

In the design phase of the study, the objectives and priorities established earlier in the project will be translated into urban design plans. Re-evaluation and modifications of the original objectives may occur when design solutions indicate unforeseen conflicts or inconsistencies.

The design plans will include proposals ranging from general form policies to detailed specific designs, depending on particular program needs. The design plans will be coordinated with implementation strategies, based on the earlier review of design control processes.

ELEMENTS OF THE URBAN DESIGN STUDY

A number of activities, ranging from photographic surveys to social and economic studies, will go into the preparation of the Urban Design Plan. While these activities interrelate and overlap, they can be arranged into nine basic work elements. With one exception each element will be the subject of preliminary working reports. The major work elements of the Urban Design Study are described below.

STUDY RECONNAISSANCE

The first work element of the urban design study is an exploratory survey of the general form and structure of San Francisco and review of pertinent background information. The reconnaissance study provides an opportunity to refine study methods for subsequent work elements and to become familiar with the city as a whole. The ideas and first impressions gained will form a valuable resource in later design phases. This Report is the primary product of this phase of work and is intended to serve as a background for discussion of design objectives, policies, and priorities.

URBAN DESIGN GOALS AND OBJECTIVES

Before a design plan can be prepared, what we want to achieve with the plan must first be

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determined. The purpose of this work element is to establish a framework of general objectives to guide the development of the plan. Objectives are concerned with the desired relationships of man-made development to the natural land forms; of physical form and character to social, cultural and historic values, and of circulation, views, open space and community facilities tc the quality of environment. A statement of objectives will form the basis for the articulation of policies and priorities that will guide the implementation of the plan.

To assist and advise in the preparation of urban design objectives, an Advisory Committee of citizens, representing a broad range of interests and concerns, has been formed. Local citizen organizations will augment the Advisory Committee in the preparation of more detailed plan objectives at the District and Sub-Neighborhood level.

EXISTING FORM AND IMAGE

Effective improvement of the quality of urban environment we live in demands an understanding of the nature and pattern of our environmental problems.

A description and analysis of the existing form and image of the city is an essential first step toward the preparation of an urban design plan. Three survey approaches will be used to gather and record the physical environment of the city:

1. An Environmental Survey will evaluate the relative quality of environment in different areas of the city by scoring ten factors on a five point scale: maintenance, climate, distance to open space, view, image characteristics, traffic, sense of nature, visual interest, individual expression (private improvements), and the designer's evaluation of the total quality of environment. The combination of high and low scores will provide a basis for the determination of priorities and indicate the general kinds of action required.

2. A physical form and structure survey will identify areas of historic character and architectural merit, focal points of activity, landmarks, problems of public safety, conflicts between movement systems and adjacent uses, design quality of streetscape, and the comprehendibility of the physical setting. Particular attention will be paid to the relation of community facilities, such as fire, police, libraries, schools, health, and social service centers, and major circulation systems, to their setting in the city. The identification of design problems and opportunities will be an important part of this survey.

3. A photographic survey of the city will assist in the study of the city's form: the skyline, patterns and texture of development, important views to be preserved, visual clarity and the relation of man-made forms to the natural form of the city. This study will provide the basis for determining where new development forms should be encouraged and where existing patterns should be preserved.

Supplementing the field surveys, related information necessary for the formulation of devel policy will be researched and mapped. This include building height, land coverage, his development, topography, open space systems micro-climate. A cross-check on the staff e tion of environmental problems will be provi by the Social Plan Reconnaissance Survey per studies -- how people view and value their e ment.

DETERMINATION OF PRIORITY AREAS

Financial and time limitations of the urban d study make it impossible to treat all areas o city in detail. Certain areas are relatively tic with few problems and no apparent trends forces at work to guide planning. For such a detailed design attention now might be prematu The assignment of high priority status to area within the city will be based on a combination the following factors:

A. areas of the city having the most seve environmental deficiencies as determine by the quality of environment survey.

B. areas where the most drastic physical change is anticipated as determined by the economic studies.

C. scheduled public improvements.

D. the Community Renewal Program.

E. areas that may be expected to benefit most effectively from the preparation of detailed design studies.

The selected high priority areas will be surveyed and mapped in greater detail than other areas of the city to provide the base for more detailed design plans.

EXISTING URBAN DESIGN PLANS AND POLICIES

Over the years many plans and policies have been made -- many officially adopted, others not -- that explicitly or indirectly effect the future form and character of development in San Francisco. The task of this work element is to bring these plans and policies together to evaluate them as they relate to each other and to anticipated development within the city. The study will attempt to identify inconsistent or obsolete objectives and policies (as well as those worthy of retention), potential problem areas that may result from new development forces, valid unofficial proposals meriting further consideration, and the strengths and weaknesses of our present controls. The end product will be a status report on what is in effect our present urban design plan. The study of existing plans and policies is an essential foundation to the development of a consistent set of urban design guidelines and an implementation program.

URBAN FORM POLICIES AND PRINCIPLES

The close connection between urban design policies and principles requires that they be considered as a single work element. A policy may stem from

or be modified by a principle or in turn may establish a hierarchy of principles to be applied in a given situation.

Policies set a course of action to achieve established objectives. In situations where objectives may conflict (such as the desire for a pleasant view from the road versus the desire for no view of the road), policy may set forth a procedure for minimizing the conflict. Urban design policies will establish a sequence for improvement that will most effectively realize objectives.

Urban design concerns the visual and functional interrelationships of buildings, trafficways, topography, and open space; of activity centers, residential areas and community facilities. Urban design principles attempt to delineate the working physical relationships that best achieve a pleasing and satisfying urban environment. A comprehensive set of principles, within a supporting framework of objectives and policies, will provide the city with an orderly and consistent basis for the evaluation of development proposals.

The product of this work element will be a set of design policies and principles consistent with the objectives established earlier in the study. In the final preparation of design plans, further refinement may be anticipated as they are applied to specific problems.

THE URBAN DESIGN PLAN

The Urban Design Plan is a comprehensive statement -- in both written and graphic terms -- of what San Francisco should look like and be as a physical environment for living and working in. The plan is concerned not only with San Francisco as a whole but also with major districts of the city and with neighborhoods. Each will require a different level of detail in terms of analysis and plan. More than a series of proposals on ways to beautify the city, it will reflect and assist in the realization of social and economic goals. The objectives, policies, and principles developed in the course of the urban design study will be interpreted and spatially applied in the plan. The Urban Design Plan will be developed on three levels of concern:

1. CITYWIDE

At the citywide level the plan will express in broad schematic terms design proposals and criteria for the development of: major freeways; building height, mass and coverage; major community facilities; open space; and the enhancement of the special qualities of areas within the city. Important views and areas of historic and architectural merit to be preserved will be designated. The citywide Design Plan will be the subject of a preliminary report.

2. DISTRICT

For the selected high priority districts, more specific design proposals will be developed with the objective of achieving an understandable physical structure at less than citywide scale. Where the citywide plan emphasizes major form-giving elements, the district design plans will concern activity centers, buildings of special merit, setback proposals, suggestions for the location and design framework for major and local community facilities, streetscape treatment, landscaping and other form elements at the district scale.

3. SUB-NEIGHBORHOOD

Sub-neighborhood design plans will illustrate in detail how improvements within public rights of way and publically owned land can improve the living quality of communities. Anticipated neighborhood improvement areas, such as FACE Program areas, will be given first consideration for detailed design study.

The long term goal of the Department of City Planning is to have plans at the district level for all areas of the city. The Urban Design Study is a first step in that direction, concentrating on those areas where change is imminent or need most pressing.

EFFECTUATION

A practical plan for effectuation is essential if the urban design study is to be a meaningful contribution to the life of the city. All relevant means of carrying out urban design plans and policies will be investigated, including: Capital Improvement Programming, possible additions or changes in existing legal controls and administrative procedures, ways and means for influencing private actions, design review procedures and renewal programs.

The nature of tools selected to implement the plan will in turn shape the form and content of the plan to the extent that they require special supporting information. The effectuation study will therefore form an important input early in the development of the plan.

SOCIAL PLAN RECONNAISSANCE SURVEY

The social plan reconnaissance survey has two basic objectives within the urban design study: (1) to define what a social plan for San Francisco can and should attempt to accomplish and what studies will be required to develop the plan; and (2) to provide insight into the manner in which people value and perceive different aspects of their environment as an input into the development of urban design objectives, policy, and principles.

This study will attempt to define just what a social plan would consist of, how it would be put into operation, and answer the basic question of "Is it a valid and practical concept?" Many studies required for the Social Plan Survey will be of direct value to the urban design study. For example, determining how people with diverse social and economic backgrounds see and value various aspects of the physical environment will provide an index to the kinds of physical action that will have the greatest positive social effect. The relation of economic policies to social problems will also be an important line of investigation which may have broad long-term implications for urban design objectives.

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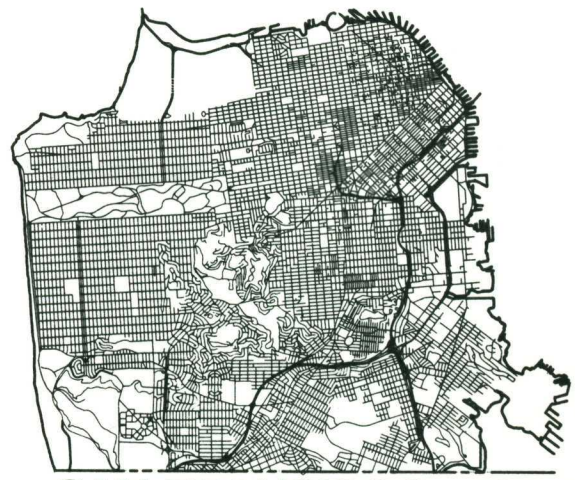
BACKGROUND INFORMATION



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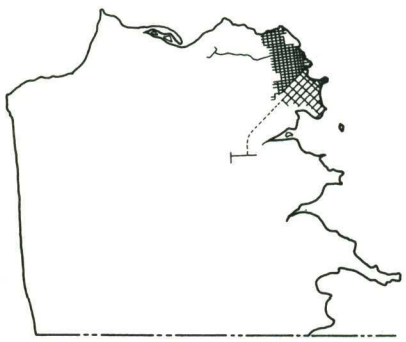
PATTERNS OF SAN FRANCISCO STREET & PROPERTY DEVELOPMENT



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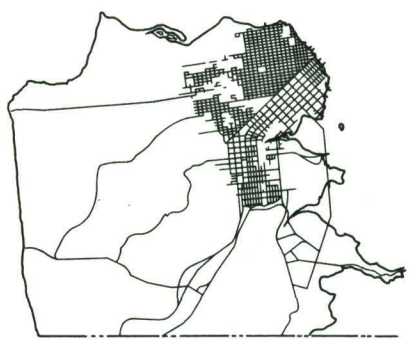

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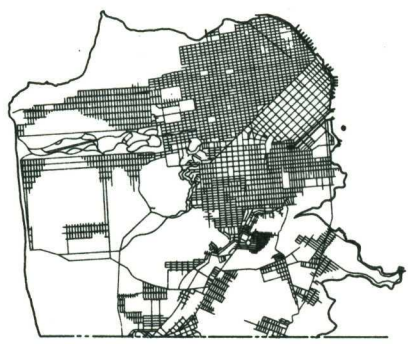

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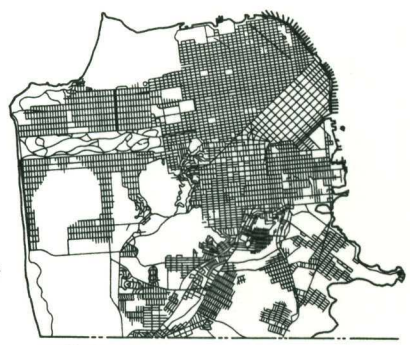


1920

An objective of the Reconnaissance Survey was to bring together, in preliminary form, a variety of pertinent background material to facilitate the discussion of urban design goals, objectives, and policies. The information presented in map form on the following pages is the product of the Survey. The maps explore various aspects of the physical structure and character of the city, and provide some indication of social and economic condition. A brief description of the content and relevance to the Urban Design Study accompanies each map.

STREET AND PROPERTY DEVELOPMENT PATTERN

The series of small maps illustrate significant phases of the city's growth, starting with the original development at Portsmouth Square on Yerba Buena Cove and at the Mission. Topographic constraints and changing modes of transportation largely determined the pattern and kind of development. Major road and transit lines followed the valleys and low lands, avoiding the difficulties posed by the steep hills. Industry and commerce settled of necessity in the flatlands along the bay where they could be easily served by land and sea. The surrounding low land quickly became residential areas for workers. Demand and easy access resulted in rapid, intensive and homogeneous development. The hills developed over a longer period of time with a greater variety of housing styles. The magnificent views from the hills made them prestigious residential locations and until the development of the cable car in 1875 only the very wealthy could afford the luxury of homes there.

The cable car opened up new residential areas and stimulated fingers of development along transit lines. In the 1920's, the barrier of Twin Peaks to the development of the southwest corner of the city was broken by the Sunset and Twin Peaks street car tunnel. But it was not until after World War II that the Sunset District was finally developed.

Time of development, family and individual income, and popular life styles were major factors in determining the physical appearance of various areas in the city. The large spacious Victorian homes of the 1890's, the Spanish style bungalows of the 1920's, and the postwar "contemporary" stuccos with garage all create distinctive areas within the city. Today a characteristic common to all areas of the city irrespective of the time of development is the omnipresent automobile lining street curbs. In many areas this has been the most significant visual change.

101: TOPOGRAPHY

The topography map shows the extent to which land has been shaped and formed by man in the process of building San Francisco. The impact of the street grid pattern on the contours of the hills is easily seen. The original shoreline, indicated by a dotted line, reveals how the many coves that once scalloped San Francisco's shoreline have been filled in response to development pressures.

The ten foot contour interval graphically reveals the rugged form of Twin Peaks. Located roughly in the center of the city, Twin Peaks effectively divides the city into distinct areas which are further subdivided by surrounding hills.

The steep terrain and hills from Hunters Point to the central cluster at Mt. Sutro and Twin Peaks caused early growth to be concentrated in the northern and eastern part of the peninsula. With the later development of the southern and western areas of the city, these same hills create a division between these two areas of the city. The hills today are less a physical barrier than a psychological one. Still they must be recognized and considered in plans for physical development.

102: MAJOR FORM ELEMENTS

The map schematically presents the major physical elements that define the city. The elements shown are important features at a citywide scale. As a result, they help to define broad areas of the city, as well as provide a means by which individuals can orient themselves and perceive the basic physical structure of San Francisco.

The strongest defining features are the natural elements -- the hills and the water. The map distinguishes between the lower hill forms and the dominant peaks of the highest elevation. The high central hills dominate the entire city. However, the lower hills, such as Potrero Hill, Silver Terrace, and Hunters Point are equally important within their respective sub-areas.

For an intensely developed city like San Francisco, open space becomes a significant visual element.

The dominant characteristic of open spaces -- whether they are wooded or open -- radically changes their visual effect upon surrounding areas. The Presidio and Golden Gate Park appear as areas of dark green rising above adjacent development. Open treeless areas generally have less visual impact.

The map also identifies clusters of high buildings which are essentially "artificial hills" and therefore create forms distinct from the surrounding area. Also identified are visually dominant, generally well-known landmarks that serve as points of orientation and reference within the city.

Trafficways shown as major form elements are distinguished by type. This differentiation reflects their respective role in traffic movement throughout the city. The trafficways shown were selected on the basis of their visual impact and form-giving quality, not by volume of traffic.

The major form elements are those people most often rely upon to orient themselves within the city. The next step in the study of form elements will be to evaluate their effectiveness and value and to determine which areas have adequate visual reference points, which areas are deficient in this respect, and where existing form elements can be enhanced and strengthened.

103. MICROCLIMATE

San Francisco's climate is essentially mild, with temperatures rarely below 30° or above 80°, with winter rains, summer fogs, and the warmest temperature in the fall.

Unlike most cities, however, weather varies markedly from district to district. On the same day, weather conditions may range from foggy and cool in the Sunset, to sunny and warm in the Mission. Among the more important factors contributing to this situation are the city's unusual combination of hills and flatlands, and its location at the tip of a peninsula between the Pacific Ocean and the San Francisco Bay.

California's coastal mountain range usually blocks the passage of air from the ocean to interior areas. In the Bay Area, however, gaps in the range allow the easy penetration of the cool damp sea breezes. In San Francisco there are three gaps: through the Golden Gate, the largest of the three; over Richmond; and through the Alemany Gap, the route of the Southern Freeway. Air then tends to again follow the line of least resistance -- south, over the Bay. In general, the areas most exposed to the sea breezes and the corridors of air movement (where winds converge, velocity increases, and terrain causes eddies and gusts) have the most adverse weather in the city. Optimal conditions tend to occur on the eastern sides of the hills, where there is protection from the wind and accompanying fog.

The city is dependent upon the sea breezes to cleanse the air. When sea breezes are light, the eastern part of the city is often cloaked in a smoggy atmosphere. This condition most often occurs in the fall.

This map defines five general microclimate zones of weather condition in the city, and shows the patterns of air movement, around and through the rough terrain, that basically affect these zones.

In the optimum microclimate zone, #1, at any chosen time of the year the weather is likely to be the best in the city. The Mission District will have less wind and fog and warmer temperatures. It is there that smog conditions most often occur in the warm fall months.

Microclimate zone #5 generally has the most adverse weather conditions in the city. With no protection this area is the first to experience adverse weather as it moves over the Peninsula. The area has strong winds off the Pacific in winter and in summer extended periods of fog.

104: BUILDING TYPE

The examination of existing land use patterns and the types of structures associated with the use is fundamental to the Urban Design Study. The kinds of buildings that characterize different areas of the city form important visual patterns.

The need for public facilities or improvements is directly related to the nature of land use and type of development. The density of residential development relates directly to the need for open space. Single family detached residential areas have little need for play lots in comparison to multi-family areas. The general areas formed by types of buildings will also be studied in relation to such factors as view districts and boundary conditions.

105: EXISTING FORM CONTROLS -- HEIGHT

The San Francisco Planning Code imposes several specific controls regulating height, setbacks, coverage and building bulk, which ultimately shape the form of the city. To a large measure they constitute our present design control.

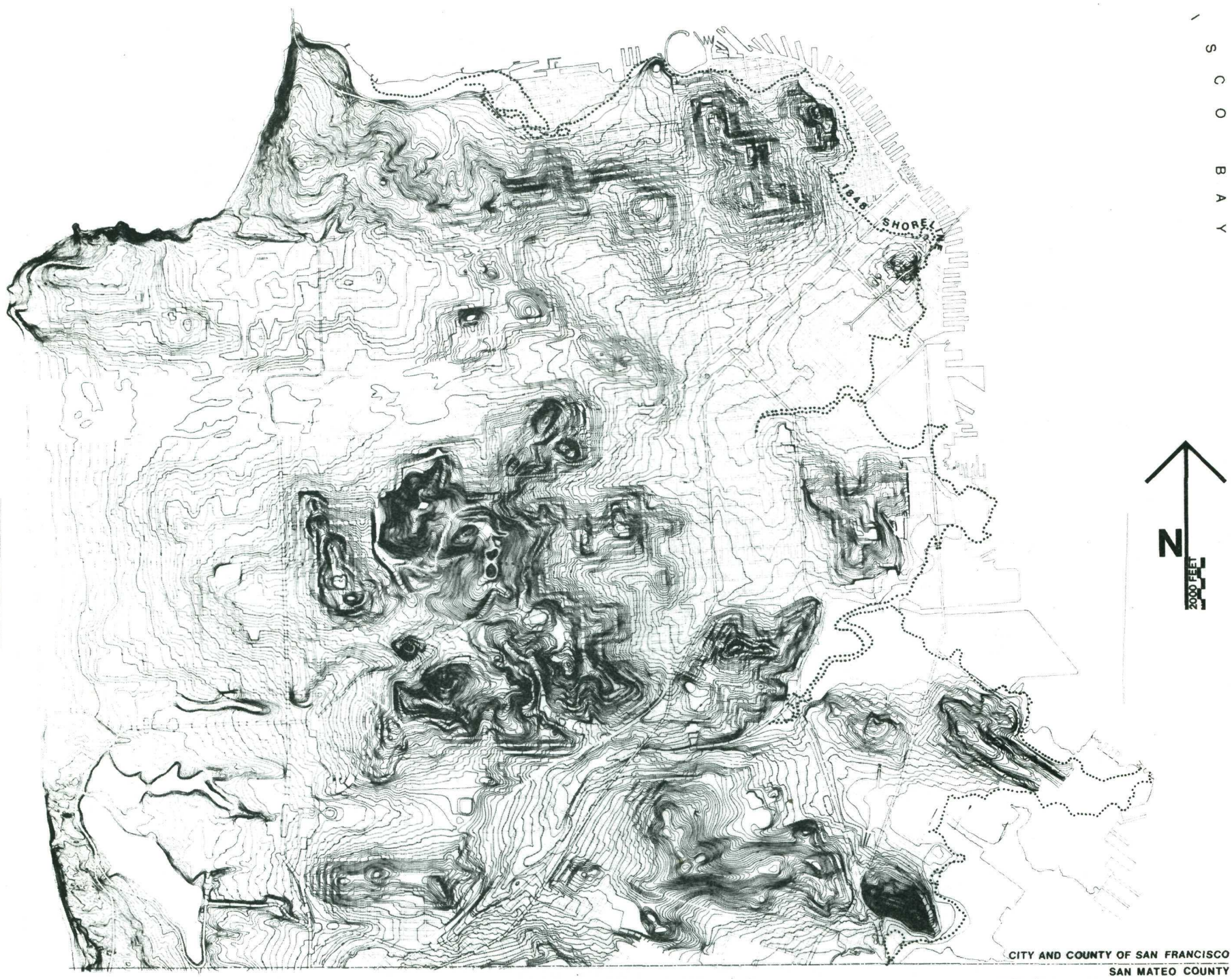
This map illustrates the extent of effective height control in the Planning Code. Only in residential areas R-1, R-2, R-3, and R-3.5 and the Special Height Limit Districts does the code specifically define maximum height of buildings. Throughout the rest of the city, height limits are indirectly controlled by floor area ratio (floor area to lot area) and therefore, are flexible regarding height.

The desirable height of development will be studied for the entire city in relation to the evolving structure and forms shaping future growth patterns of the city. The areas of initial concern will be those without height limits to determine if some of these areas should have specific height limits or whether the existing controls are appropriate to guide future form development in a desirable direction.

GOLDEN GATE

SAN FRANCISCO BAY

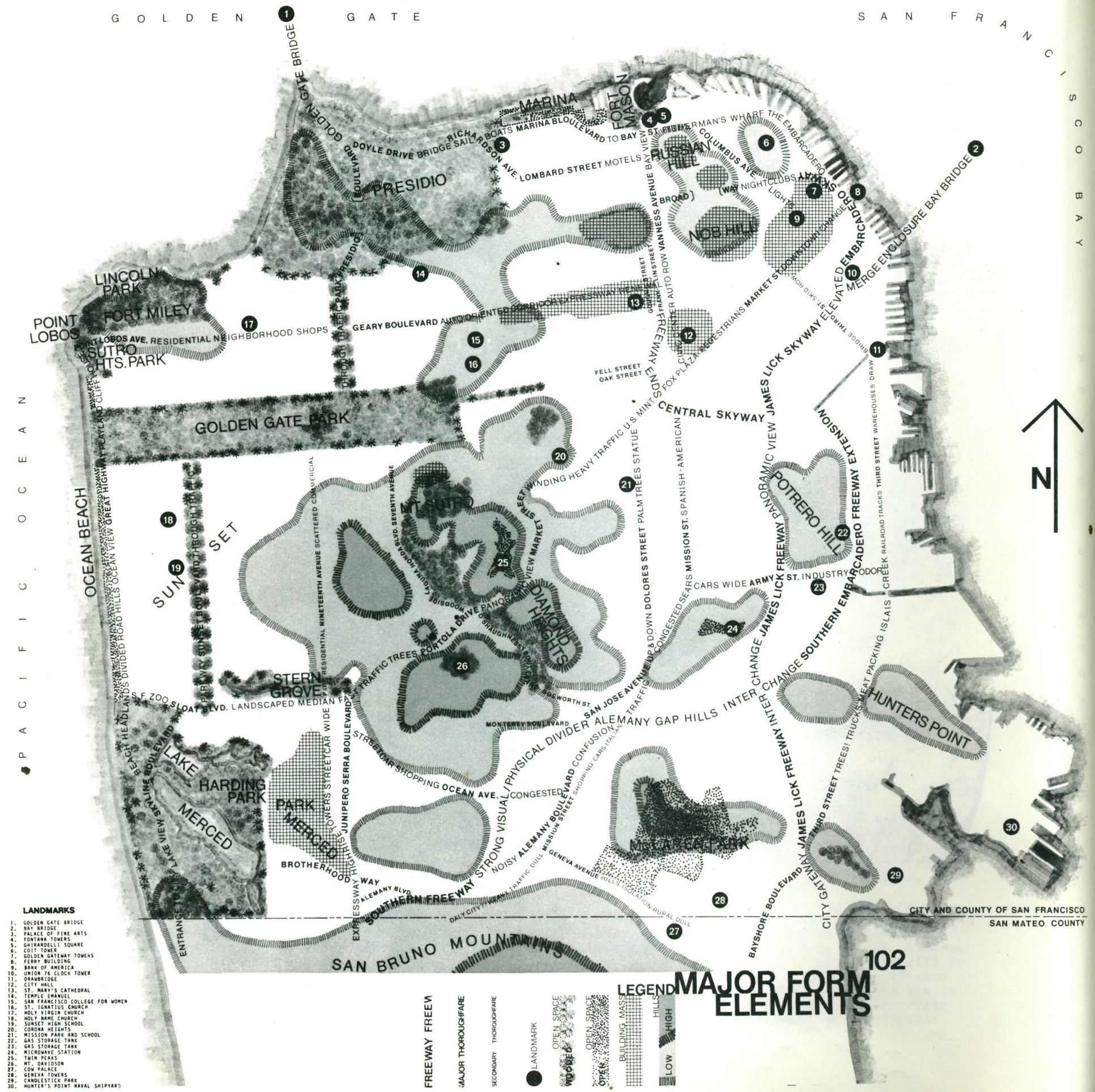
PACIFIC OCEAN



CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

TEN FOOT CONTOUR INTERVAL

TOPOGRAPHY 101
1968



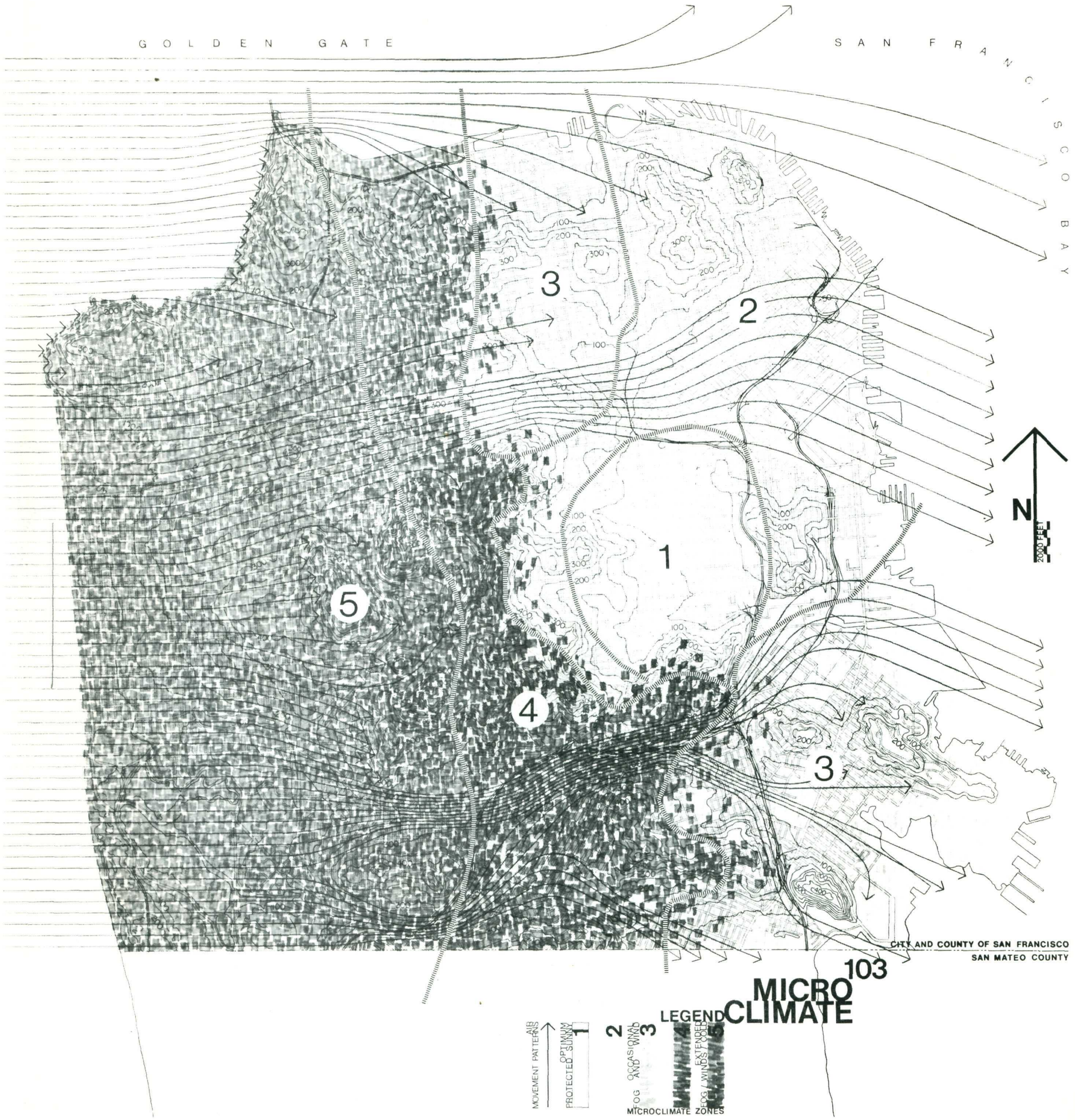
LANDMARKS

1. GOLDEN GATE BRIDGE
2. BAY BRIDGE
3. PALACE OF FINE ARTS
4. FONTANA TOWERS
5. GHIRARDELLI SQUARE
6. COIT TOWER
7. GOLDEN GATEWAY TOWERS
8. FERRY BUILDING
9. BANK OF AMERICA
10. UNION 76 CLOCK TOWER
11. DRAWBRIDGE
12. CITY HALL
13. ST. MARY'S CATHEDRAL
14. TEMPLE EMANUEL
15. SAN FRANCISCO COLLEGE FOR WOMEN
16. ST. IGNATIUS CHURCH
17. HOLY VIRGIN CHURCH
18. HOLY NAME CHURCH
19. SUNSET HIGH SCHOOL
20. CORONA HEIGHTS
21. MISSION PARK AND SCHOOL
22. GAS STORAGE TANK
23. GAS STORAGE TANK
24. MICROWAVE STATION
25. TWIN PEAKS
26. MT. DAVIDSON
27. COW PALACE
28. GENEVA TOWERS
29. CANDLESTICK PARK
30. HUNTER'S POINT NAVAL SHIPYARD

LEGEND

FREEWAY FREEW
MAJOR THOROUGHFARE
SECONDARY THOROUGHFARE
LANDMARK
OPEN SPACE
OPEN SPACE
BUILDING MASS
HILLS
HIGH
LOW

MAJOR FORM ELEMENTS


GOLDEN GATE
SAN FRANCISCO BAY
PACIFIC OCEAN
1
2
3
4
5
N
2000 FEET
CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY
103
MICRO CLIMATE
LEGEND
MOVEMENT PATTERNS
AIR
OPTIMUM SUNNY PROTECTED
OCCASIONAL FOG AND WIND
EXTENDED FOG / WIND
MICROCLIMATE ZONES

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN

N

2000 FEET

CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

104

GENERAL BUILDING TYPE

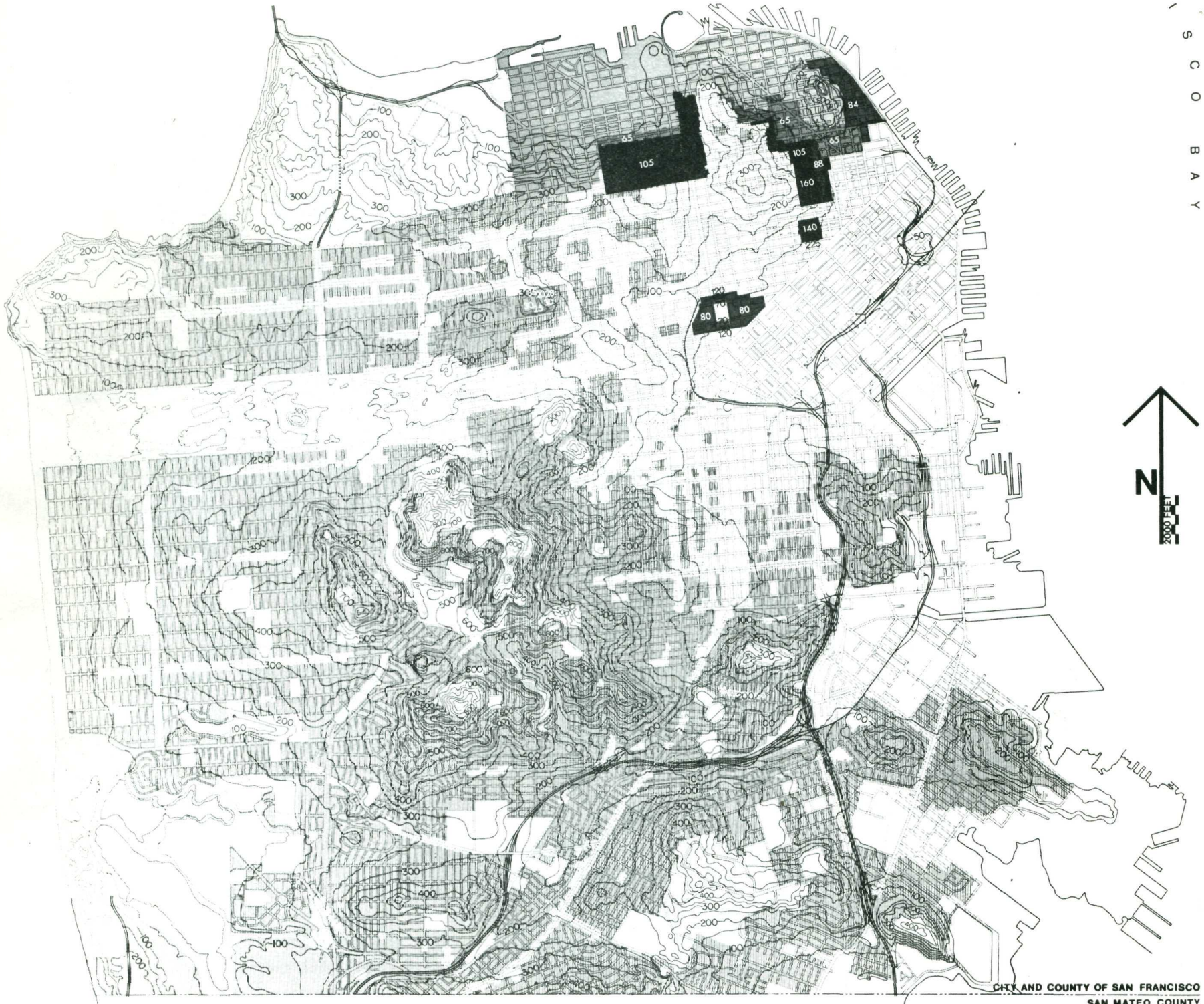
LEGEND

- SINGLE FAMILY DETACHED
- SINGLE FAMILY ATTACHED
- MULTI-FAMILY TWO/TEN
- MULTI-FAMILY OVER TEN
- RETAIL COMMERCE
- INDUSTRY / WAREHOUSE
- HIGH RISE OFFICE/CBD

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN



CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

LEGEND

EXISTING FORM CONTROLS

105

HEIGHT

EXISTING ZONING 40'

SPECIAL HEIGHT DISTRICTS

65' 70' 80' 84' 88' 105' 120' 140' 160' 225'

MAXIMUM BUILDING HEIGHTS

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN

CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

106

VIEW DISTRICTS

FOCUS OF DISTRICT

GOLDEN GATE

SAN FRANCISCO BAY

CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

BOUNDARIES 107

LEGEND

DISTRICT PLANNING BOUNDARY

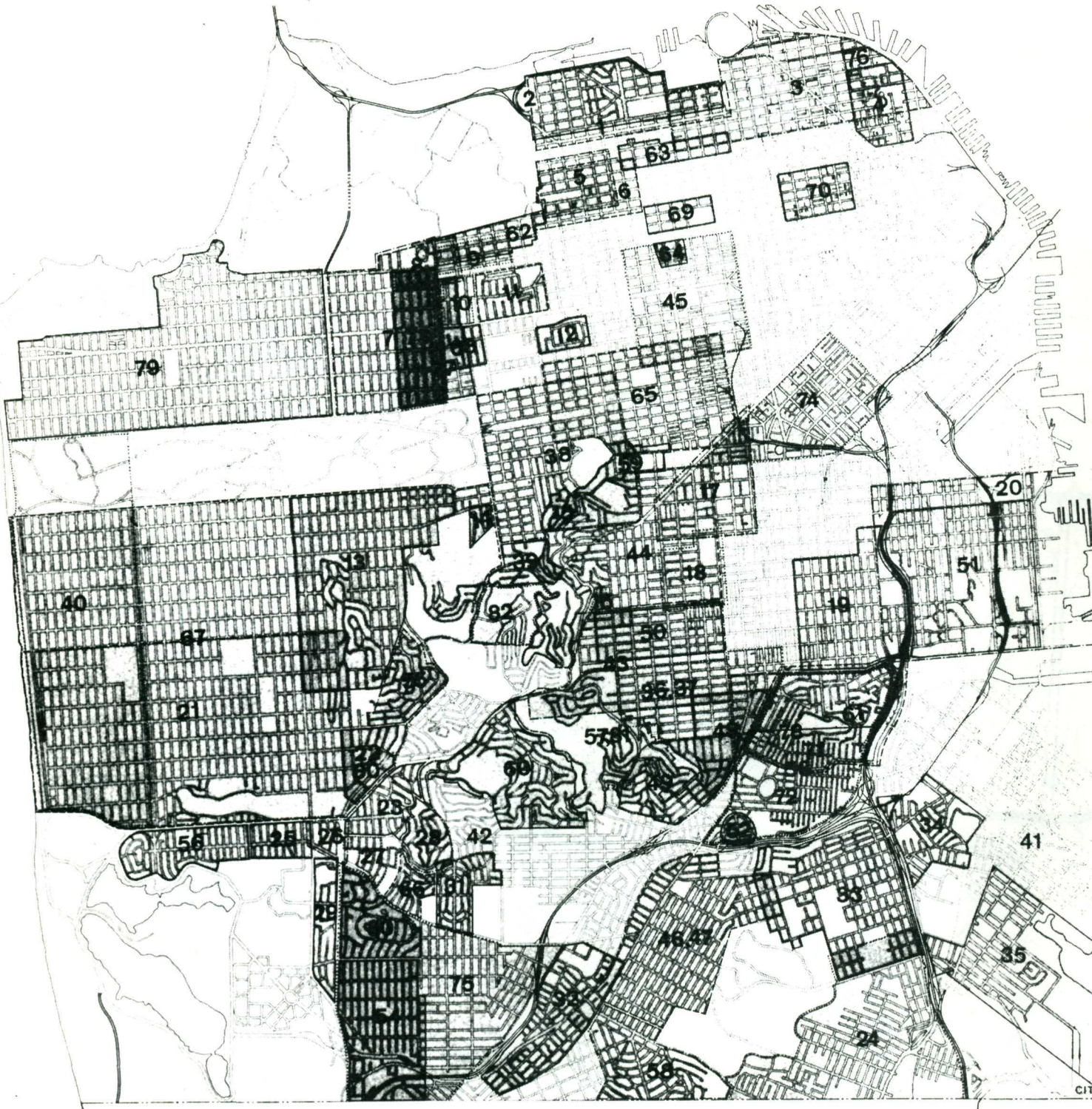
MAJOR AREA BOUNDARY

MINOR AREA BOUNDARY

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN



1. MARINA CIVIC IMPROVEMENT AND PROPERTY OWNERS ASSOCIATION
2. MARINA HOME OWNERS PROTECTIVE ASSOCIATION
3. RUSSIAN HILL IMPROVEMENT ASSOCIATION
4. THE TELEGRAPH HILL DWELLERS
5. COW HOLLOW IMPROVEMENT CLUB
6. PACIFIC HEIGHTS MERCHANTS AND PROPERTY OWNERS ASSOCIATION, INC.
7. ARGUELLO PARK COMMUNITY
8. ARGUELLO BLVD. IMPROVEMENT CLUB
9. CLAY-CHERRY NEIGHBORHOOD ASSOCIATION
10. JORDAN PARK IMPROVEMENT ASSOCIATION
11. LAUREL HEIGHTS IMPROVEMENT ASSOCIATION
12. ANZA VISTA CIVIC IMPROVEMENT ASSOCIATION
13. SUNSET HEIGHTS IMPROVEMENT CLUB
14. EDGEWOOD NEIGHBORHOOD ASSOCIATION
15. MOUNT OLYMPUS NEIGHBORHOOD ASSOCIATION
16. GRANT VIEW NEIGHBORS
17. DOLORES VALLEY IMPROVEMENT ASSOCIATION
18. DOLORES HEIGHTS IMPROVEMENT CLUB
19. EAST MISSION IMPROVEMENT ASSOCIATION
20. POTRERO BOOSTERS AND MERCHANTS ASSOCIATION
21. PARKSIDE DISTRICT IMPROVEMENT CLUB
22. WEST PORTAL HOME OWNERS
23. ST. FRANCIS HOMES ASSOCIATION
24. VISITACION VALLEY IMPROVEMENT ASSOCIATION
25. MERCED MANOR PROPERTY OWNERS ASSOCIATION
26. LAKESIDE PROPERTY OWNERS ASSOCIATION
27. BALBOA TERRACE HOMES ASSOCIATION
28. MONTEREY HEIGHTS HOMES ASSOCIATION
29. LAKESIDE PROPERTY OWNERS ASSOCIATION
30. INGLESIDE TERRACE HOMES ASSOCIATION
31. WESTWOOD PARK ASSOCIATION
32. CAYUGA IMPROVEMENT ASSOCIATION
33. PORTOLA & MCLAREN PARK IMPROVEMENT ASSOCIATION
34. SILVER TERRACE IMPROVEMENT CLUB
35. BRET HARTE IMPROVEMENT ASSOCIATION
36. UPPER NOE VALLEY IMPROVEMENT ASSOCIATION
37. UPPER NOE VALLEY NEIGHBORHOOD COUNCIL
38. HAIGHT-ASHBURY NEIGHBORHOOD COUNCIL
39. TWIN PEAKS IMPROVEMENT ASSOCIATION
40. GREAT HIGHWAY DISTRICT IMPROVEMENT CLUB
41. BAY VIEW CIVIC CLUB
42. WESTWOOD HIGHLANDS ASSOCIATION
43. EAST & WEST OF CASTRO ST., IMPROVEMENT CLUB, INC.
44. EUREKA VALLEY PROMOTION ASSOCIATION
45. FILMORE MERCHANTS IMPROVEMENT ASSOCIATION
46. EXCELSIOR BUSINESSMEN'S ASSOCIATION
47. EXCELSIOR DISTRICT IMPROVEMENT
48. FAIRMONT IMPROVEMENT ASSOCIATION
49. GLEN PARK PROPERTY OWNERS ASSOCIATION
50. NOE VALLEY MERCHANTS ASSOCIATION
51. POTRERO HILL RESIDENTS AND HOMEOWNERS COUNCIL
52. ST. MARY'S PARK IMPROVEMENT CLUB
53. SOUTH OF ARMY MISSION MERCHANTS ASSOCIATION
54. MERCED HEIGHTS NEIGHBORHOOD ASSOCIATION
55. FOREST HILL ASSOCIATION
56. LAKESHORE ACRES IMPROVEMENT CLUB
57. DIAMOND HEIGHTS PROPERTY OWNERS ASSOCIATION
58. CROCKER AMAZON IMPROVEMENT ASSOCIATION
59. BUENA VISTA NEIGHBORHOOD ASSOCIATION
60. MIRALOMA PARK IMPROVEMENT CLUB
61. NORTHERN BERNAL HEIGHTS IMPROVEMENT ASSOCIATION
62. PRESIDIO HEIGHTS ASSOCIATION OF NEIGHBORS
63. UNION STREET ASSOCIATION
64. WEBSTER HILL IMPROVEMENT ASSOCIATION
65. ALAMO SQUARE ASSOCIATION
66. MT. DAVIDSON MANOR HOME OWNERS ASSOCIATION
67. SUNSET COMMUNITY IMPROVEMENT CLUB, INC.
68. FRANCISCO HEIGHTS CIVIC CLUB
69. PACIFIC HEIGHTS NEIGHBORHOOD COUNCIL
70. NOB HILL CIVIC CLUB
71. BERNAL HEIGHTS ASSOCIATION
72. BERNAL BOOSTERS CLUB
73. RICHMOND RENEWAL ASSOCIATION
74. SOUTH OF MARKET CENTRAL IMPROVEMENT CLUB
75. OMI PROJECT
76. ALCATRAZ HEIGHTS
77. ROSSI PARK AREA PROTECTIVE ASSOCIATION, INC.
78. PERALTA HEIGHTS IMPROVEMENT ASSOCIATION
79. RICHMOND DISTRICT COMMUNITY COUNCIL
80. WEST PORTAL AVENUE ASSOCIATION
81. DIAMOND HEIGHTS NEIGHBORHOOD ASSOCIATION
82. MIDTOWN TERRACE HOME OWNERS ASSOCIATION

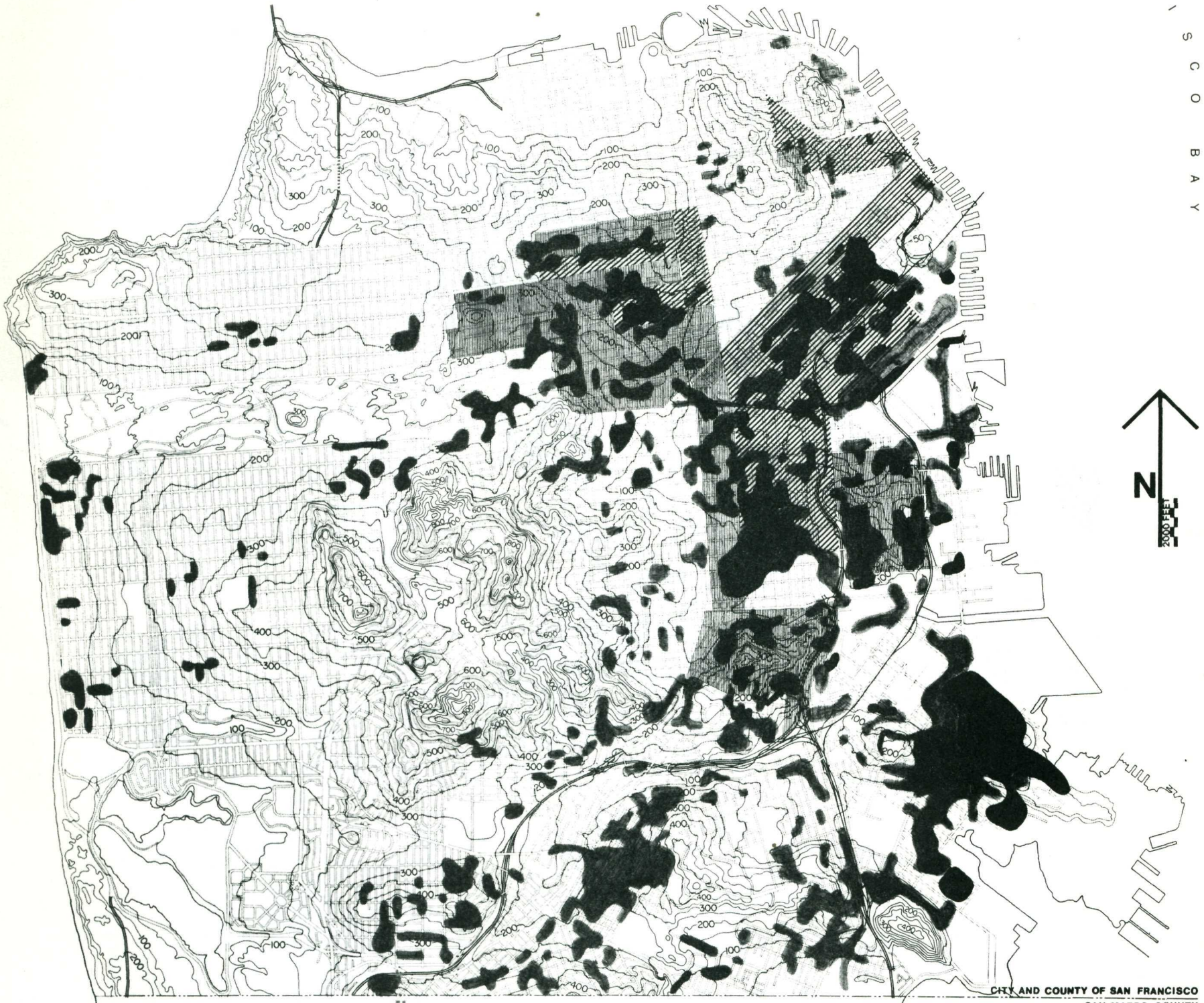
CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

NEIGHBORHOOD ASSOCIATIONS

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN



CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

109 MAINTENANCE

LEGEND

DETERIORATION 6-24.9%

DETERIORATION 25%+

MAINTENANCE QUALITY POOR

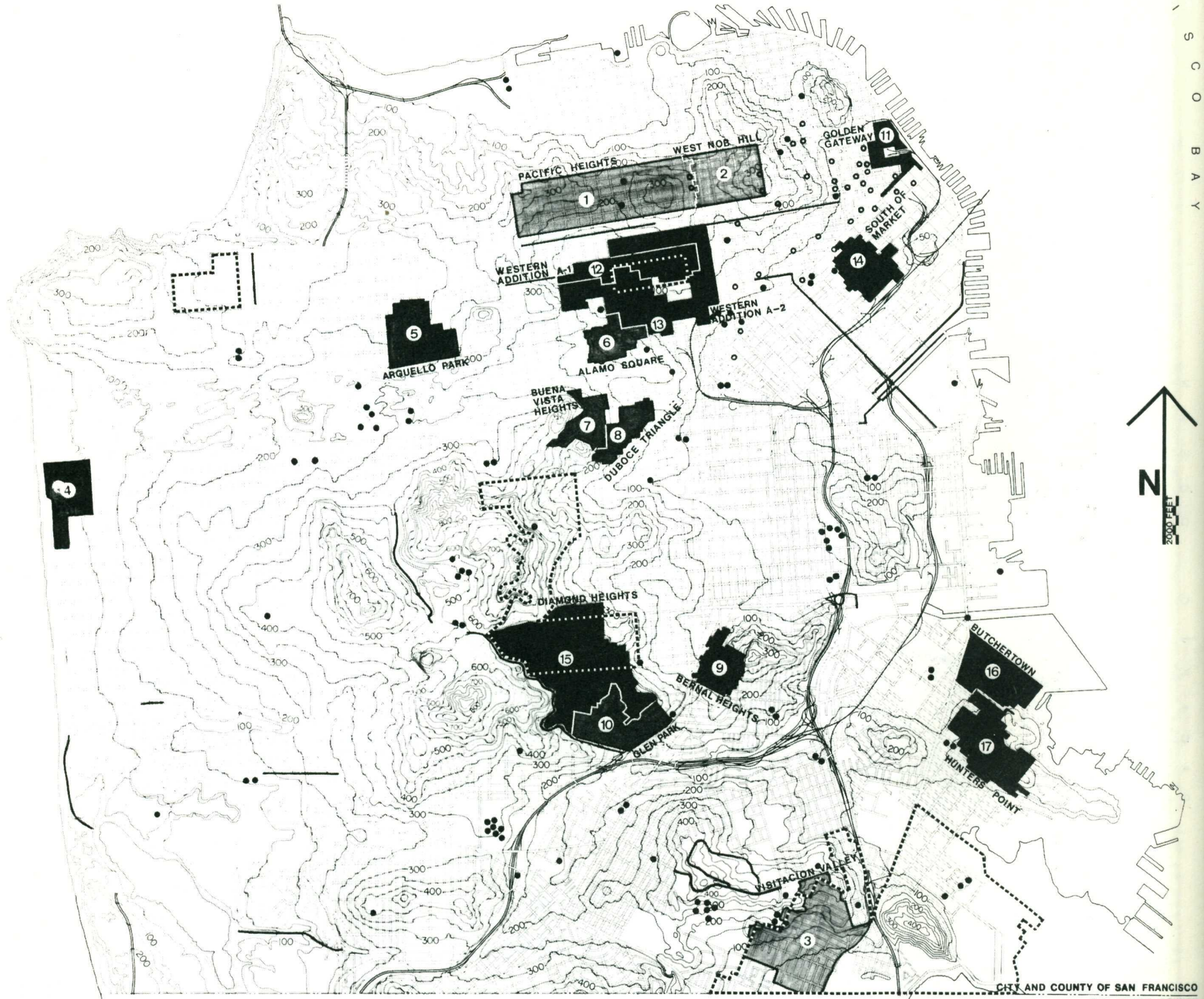
SOURCE: U. S. CENSUS · 1960

SOURCE: URBAN DESIGN STUDY · 1968

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN



CITY AND COUNTY OF SAN FRANCISCO
SAN MATEO COUNTY

DEVELOPMENT / IMPROVEMENT

110

LEGEND

CAPITAL IMPROVEMENT 1950-1968
EXCEEDING $200,000

MAJOR CBD CONSTRUCTION 1950-1968

MAJOR HOUSING CONSTRUCTION

CONSERVATION AREAS
1 2 3

FACE AREAS
4 5 6 7 8 9 10

REDEVELOPMENT AREAS
11 12 13 14 15 16 17

Areas of the city with height limits will be reviewed, in particular the extensive areas with 40' height limits, to assess the desirability of raising the height limits in specific locations where the form of the city would be enhanced by allowing a more intensive level of development.

106: VIEW DISTRICTS

San Francisco is a city famous for its magnificent views. The preservation and enhancement of these views will be a major concern of the Urban Design Study. The definition of view districts, the "visual rooms" of the city, is one approach toward the study of the physical form of the city.

These "rooms" of the city -- complete areas observable from many points -- will be considered as one form of design district. The formulation of specific policies and programs for guiding physical development, in particular height limitations, will be done within the view district framework. They are composed of two equally important and inseparable elements; the area, as observed from above, and the edges or points of overview as seen from within.

The map illustrates the preliminary definition of view districts. The arrows generally define the strong edges of the districts, and are related to topography except in the case of the Central Business District high-rise complex. Gray tones indicate the focus of the district and the relative size of each district.

107: BOUNDARIES

There are many kinds of boundaries, drawn for variety of purposes within the city. They range from official boundaries drawn for administrative purposes -- the census, schools, police, health centers and voting -- to unofficial boundaries drawn by neighborhood and business civic organizations and those general boundaries popularly associated with district names and commonly used to describe the different parts of the city. When referring to the Sunset, Mission or Richmond areas it is assumed that the general boundaries are understood.

The Urban Design Study is primarily concerned with the visual and functional boundaries that delineate distinctive parts of the city and form a basis for neighborhood identification and description. They are important because, along with other landmarks, they are the reference points we use to orient ourselves and find our way within the city. The strengthening and enhancement of these reference points can assist in making the city more comprehendible and create a greater sense of community identity for residents.

The Boundaries map illustrates a preliminary impression of visual and functional boundaries identified in the Reconnaissance Survey. The relative importance of these boundaries will be evaluated along with the desirability of strengthening them.

The map does not distinguish between visual and functional boundaries since both are used interchangeably to describe areas of the city. It does differentiate major and minor boundaries. Major boundaries are defined by strong, distinct and precise boundary conditions, formed by such features as major hills, shoreline, land use, and major trafficways. Minor boundary conditions are characterized by somewhat imprecise, less distinguishable situations as building type, transition zones, moderate changes in topography and secondary traffic ways.

Planning Division boundaries also have been included on the map. These areas provide a geographic framework for study purposes and will facilitate coordination with other work within the Department of City Planning. Where differences might occur with the visual/physical boundaries, special care will be taken to coordinate the study of adjacent Planning Division areas.

108: NEIGHBORHOOD ASSOCIATIONS

Neighborhood associations are an important resource to aid in the formulation of policies and programs at the district-neighborhood level. On this map are shown the organizations in San Francisco on record with the Department of City Planning and listed in the Chamber of Commerce directory. Not all organizations shown are currently active, but each remains as a potential resource, since the level of activity tends to rise and fall with the intensity of concern over current local issues.

The Neighborhood Associations map illustrates which areas of the city have organized to promote common concerns. It also identifies how various groups have delineated their area of interest. Many areas overlap or exist entirely within a larger area identified by another organization. Perhaps of equal importance, the map identifies areas of the city which have not formed neighborhood groups.

109: MAINTENANCE

The level of building maintenance and the presence of litter in public and private areas along streets to a large degree colors our positive or negative impression of an area. Poor maintenance is an indicator of a lack of economic vitality and of individual concern over the quality of environment. The apparent lack of concern may result from several factors: economic inability to make improvements; absentee owners who find no economic advantage in maintaining their properties at higher levels; or a feeling of hopelessness engendered by physical conditions of such depressing quality and extent that individual small efforts appear to have no effect.

The first two factors are primarily the concern of renewal programs. Urban Design may offer means for combating such factors as "the feeling of hopelessness" by defining possible approaches to intensified public maintenance. Urban design proposals can include street improvements, such as tree planting and landscaping, or the creation of strong positive nuclei around which small private efforts can make perceptible improvement such as mini-

parks, or other moderate scale public programs.

This map shows the general areas of poor maintenance as derived from two sources; the 1960 U. S. Census and the 1968 Quality of Environment Survey, conducted as part of the Urban Design Study. The 1960 Census recorded dilapidated and deteriorating units in structures by census tract throughout the city. The Census records 9.8 percent of the total number of housing units in this condition. Census tracts containing more than 6 percent dilapidated and deteriorating units in 1960 are shown on the map. The Quality of Environment Survey, conducted on a block by block basis, was a visual survey and recorded the degree of maintenance in both public and private grounds and structures. The two lowest of five categories of maintenance condition recorded in this survey are presented on the map.

110: DEVELOPMENT/IMPROVEMENT

In a study concerned, like this one, with the future physical development of the city one of the most immediately relevant factors is knowledge of "where the action is" -- the recent additions to the city's physical form as well as those currently in progress. The Development/Improvement map is a preliminary effort to indicate where recent public and private development has taken place.

The map shows publicly initiated programs which affect the city's physical development: Redevelopment Project Areas, Federally-Assisted Code Enforcement Areas (FACE), and Conservation Areas; and the location of each city capital improvements project exceeding $200,000 from 1960 to 1968. These programs give a general indication of where public development has occurred within San Francisco in recent years. Private development is illustrated by locating major downtown construction from 1960-1968 (buildings of ten stories or more) and by locating on a census tract basis the most active areas of housing construction from 1960-1967.

These indicators of city development provide insight to where major change in the physical form of San Francisco is and is not taking place.

In future studies the pattern of development, the expected impact of transportation improvements, changing land values and business trends will be interpreted to determine what form the city is likely to take.

111: HISTORIC SITES/AREAS

The sense of historic continuity in a city -- its visible links with the past -- is an important attribute. The knowledge and awareness that the city has existed for a long time and has a unique history can provide citizens with a special sense of identity and personal attachment. That past eras have left a visible record of their effort gives impetus to succeeding generations to make their contribution as well. Identifiable historic buildings and places are also vehicles for transmitting cultural traditions exemplifying how things were done and, perhaps, how they should be done. In order to make history more meaningful to our present lives, it is important to preserve buildings and places reflecting the city's past.

Historic buildings, places or districts can add to the cultural wealth of a city, provided their unique character is respected. This is not to imply they must always be treated as sacred museum pieces, but that changes should be made with care and consideration. Jackson Square is an example of a historic district that has been given a new use and image, yet the unique historical qualities have been sensitively retained. One of the tasks in the forthcoming field survey work of the Urban Design Study will be searching out and identifying areas and places within the city which have special historic or architectural value. They will be evaluated in the context of over-all development patterns to determine what, if any, protective measures are desirable to preserve and enhance their special characteristics.

The Historic Sites/Areas map shows the location of the twenty officially designated historic landmarks approved by the Board of Supervisors and 185 additional sites currently under consideration by the Landmarks Preservation Advisory Board. A major portion of the sites under consideration are from a compilation of historic buildings prepared by the Junior League of San Francisco. The map also shows the districts identified in Community Renewal Program as historic enclaves (areas that because of the age and style of neighborhood housing were considered to have historic status) and areas noted in the Urban Design Study's preliminary Reconnaissance Survey as having historic character.

112: PUBLIC LAND

The mainland area of San Francisco totals 47.02 square miles, including platted tidelands. Of this total area 48 percent is in public ownership. The relative amount of public ownership in San Francisco is much higher than in most cities where publicly held land typically ranges from 30 percent to 40 percent.

The black areas shown on the map indicate the extent of public ownership. A distinction has not been made between federal, state or city/county jurisdiction. Although areas shown are in public ownership, not all are accessible to the public. This is dependant upon the agency in control and the specific use for which the land is held.

Responsibility for the condition, form and quality of the physical environment is nearly equally divided between the public and the private sector in San Francisco. The major implication of this large public holding is the potential it holds to shape and direct the quality of our environment. The problem it presents is how to coordinate the efforts of the concerned public agencies toward a common set of objectives.

GOLDEN GATE

SAN FRANCISCO BAY

PACIFIC OCEAN

ALCATRAZ

FORT POINT

FORTIFICATIONS

HYDE ST PIER

FT MASON

TELEGRAPH HILL

RUSSIAN HILL

CHINA TOWN

JACKSON SQUARE

NOB HILL

DOWNTOWN

SOUTH PARK

FT MILEY FORTIFICATIONS

LEGION OF HONOR

SUTRO HTS

ALAMO SQUARE

CIVIC CENTER

GOLDEN GATE PARK

MISSION DOLORES

DOLORES HTS

FAIR OAKS

SIGMUND STERN GROVE

FT FUNSTON FORTIFICATIONS

N

2000 FEET

CITY AND COUNTY OF SAN FRANCISCO

SAN MATEO COUNTY

HISTORIC SITES AREAS

111

LEGEND

CABLE CAR ROUTES

DESIGNATED LANDMARKS BOARD OF SUPERVISORS

* LANDMARKS BOARD OF SUPERVISORS

POSSIBLE LANDMARKS BOARD OF SUPERVISORS

O GENERAL AREAS OF HISTORIC CONCERN

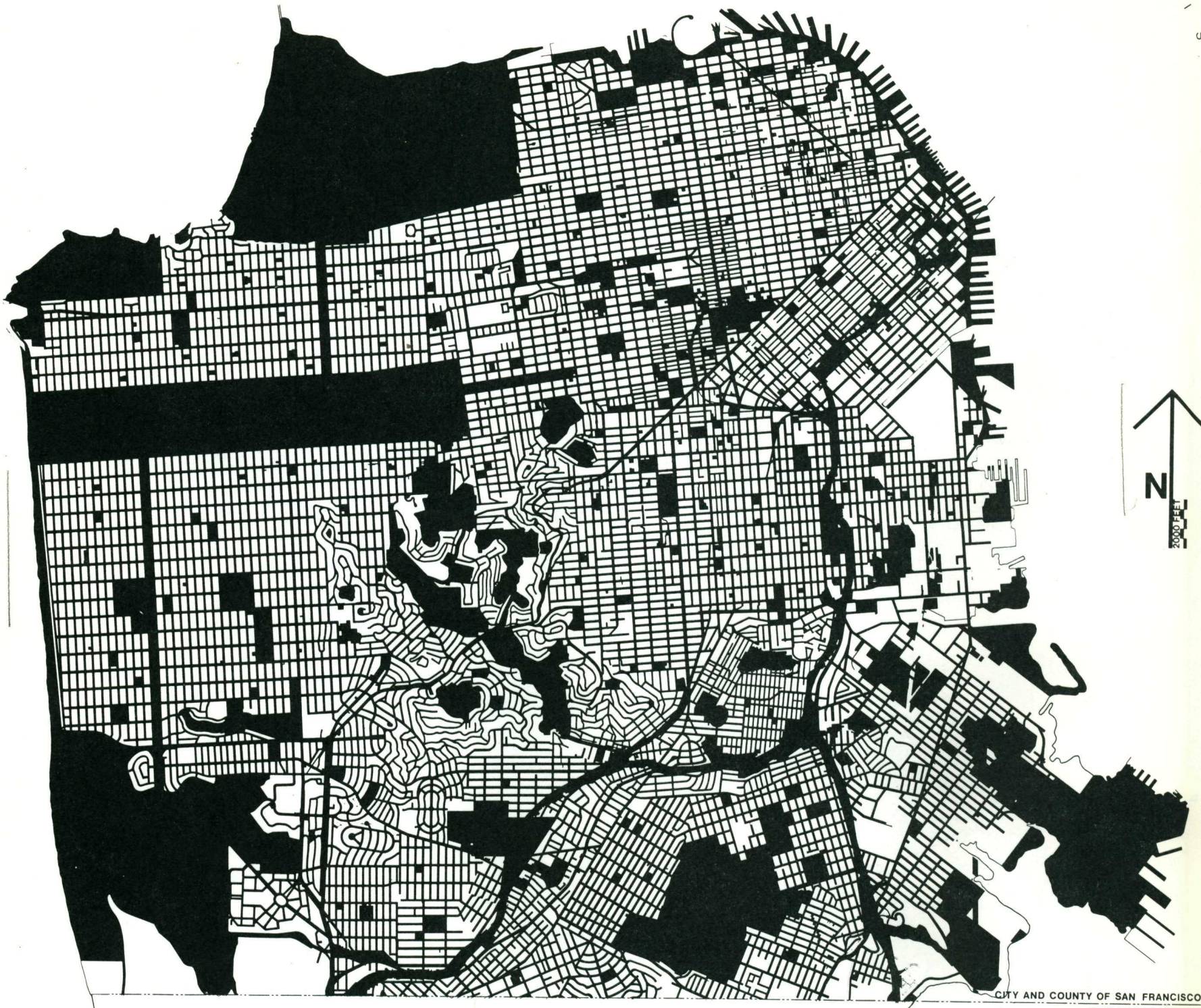
CRP HISTORIC ENCLAVES

GOLDEN GATE

SAN FRANCISCO BAY

OCEAN

PACIFIC



N

2000 FEET

CITY AND COUNTY OF SAN FRANCISCO

SAN MATEO COUNTY

112 PUBLIC PROPERTY

BLACK INDICATES PUBLIC OWNERSHIP

4
URBAN DESIGN GLOSSARY

Urban design is the rational process of giving physical form to the city. It implies the logical interrelation of functional, aesthetic, and social needs into a physical framework. It attempts to achieve a coherent yet varied order in which individual parts can be identified and related to the over-all form.

Listed below are descriptions of other terms which will be used frequently during the course of the study. The interrelated goals, objectives, and policies have been grouped together as a series to indicate their role as definitions common to all work of the City Planning Department. Citywide goals are being extablished by the Department in associated work on revising and updating the City's Master Plan. Objectives, policy, and principles stem from and are guided by basic city goals.

GOAL: A STATEMENT OF PUBLIC PURPOSE, CONCERNING AN ULTIMATELY DESIRABLE STATE OF AFFAIRS, AND COVERING A BROAD RANGE OF SOCIAL AND ECONOMIC PRIORITIES. GOALS ESTABLISH A GENERAL DIRECTION OF EFFORT ON A COMPREHENSIVE CITYWIDE LEVEL, AND INDICATE THE ENDS TO BE ACHIEVED BY VARIOUS COURSES OF ACTION. IT IS A GOAL OF THE CITY OF SAN FRANCISCO, FOR EXAMPLE, TO "EXPAND OPPORTUNITIES FOR INDIVIDUAL ACHIEVEMENT AND SELF-DEVELOPMENT."

OBJECTIVES: A SITUATION THAT IS CAPABLE OF BOTH MEASUREMENT AND ATTAINMENT, AND INSTRUMENTAL IN THE REALIZATION OF GOALS. OBJECTIVES RANGE IN FOCUS FROM GENERAL CITYWIDE CONCERNS TO SPECIFIC DISTRICT PROPOSALS. AN OBJECTIVE THAT STEMS FROM THE CITY'S GOAL OF "IMPROVING THE QUALITY OF THE PHYSICAL ENVIRONMENT" IS THE "PROVISION OF A VARIETY OF CONVENIENTLY LOCATED OPEN SPACES FOR ALL CITIZENS OF THE CITY." AN OBJECTIVE APPLYING SPECIFICALLY TO A DISTRICT WOULD FOCUS ON THE UNIQUE QUALITIES OF THAT AREA. PLANS FOR THE DEVELOPMENT OF THE MISSION DISTRICT, FOR EXAMPLE, MIGHT CENTER AROUND OBJECTIVES REFLECTING THAT AREA'S SPECIAL CHARACTER AND POTENTIAL.

POLICY: A GENERAL COURSE OF ACTION LEADING TO THE REALIZATION OF OBJECTIVES AND GOALS. POLICIES INDICATE PRIORITIES, AND SERVE AS A GUIDE TO DECISION MAKING. THE OBJECTIVE OF INCREASING THE AMOUNT OF OPEN SPACE AVAILABLE TO THE CITIZENS OF SAN FRANCISCO, SUGGESTS A POLICY OF INCLUDING PROVISIONS FOR OPEN SPACE IN ANY PROPOSAL FOR NEW HOUSING.

DESIGN CONTROLS: The means whereby a city regulates its form and character. There are two basic instruments of design control. The first consists of legal codes; the San Francisco Planning Code, that controls use, height, and density, designates special height and use districts, and establishes sign controls. Public authorities that interpret such codes and ordinances are a city's second instrument of design control. In San Francisco, a number of agencies share this responsibility. A partial list includes the Department of City Planning, that exercises discretionary review over private control over civic buildings, and the Department of Public Works, that has responsibility for the city's streets.

DESIGN CRITERIA: A set of functional and aesthetic standards formulated to serve as a basis for the evaluation of design proposals. Design criteria for a given building may concern street scale, the height and mass of a building as it relates to surrounding development, views and sight lines, and the affect upon local traffic. For a freeway or major arterial, design criteria might deal with the view from and of the road, the relation of the roadway to adjacent development, and the clarity of operation for the individual using the system. The development of criteria generally involves the detailed interpretation of broad urban design and planning objectives, principles, and policies as they apply to a specific situation.

DESIGN OPPORTUNITY: A situation wherein impending physical change or solutions to critical problems presents a chance to achieve a particular design objective. The objective may or may not be related to the original problem. Various circumstances, such as the impact of BARTD upon the Mission district, and the impetus for physical change that this infers, can lead to a design opportunities. Physical problems within the city, such as traffic congestion parking or providing district health facilities, present similar, and often unforeseen, design opportunities.

DESIGN PRINCIPLES: Fundamental rules governing the methods of achieving aesthetic and functional design objectives. Design principles concern relationships between structural forms, land forms, light and shade, views, etc. They are usually applied selectively to achieve specific design objectives. Tall slender buildings on the top of a hill to accentuate the form and height of the hill, is an example of a principle that might be applied where the accentuation of the height of the hill was a desirable objective and the preservation of natural open space on the hill top was of no concern.

DESIGN PROCESS: The series of operations leading from the definition of design problems -- usually posed in terms of abstract needs and concepts -- to the preparation of physical design plans. The design process includes a broad scope of activities, ranging from field surveys and the definition of specific objectives and alternative solutions for achieving them, to the articulation and integration of initial concepts in physical proposals. The task of designing an open space system, for example, begins with the consideration of needs of the people that will use the space, the land available for development, the design criteria and principles applicable to the site, and culminates in actual plans for the system.

DISTRICTS: Areas or enclaves, denoted by special physical form, use, cultural value, or population characteristics. A district may be described in terms of its functional character, as in the case of a residential, recreational or business district; or by structural character, as in the case of a high-rise district, or by its architectural or historic character, as in a district of historic buildings.

FORM: Urban form refers to the shape and structure of the physical environment: the three dimensional order of buildings, landforms, parks, streets, and districts. Describing the form of a city includes the consideration of the density, character, and spacing of buildings, and the over-all uniformity or variety of different groupings of buildings, open spaces, and districts within the city. Form elements include all physical things that shape the environment. The term natural form element refers to geographical or topographical features, such as hills, valleys, plains, ridges, lakes, and shorelines. In a city like San Francisco, natural form elements are major form-giving features that shape and direct the city's structural organization

IDENTITY: The character ascribed to areas of a city, or a city as a whole, on the basis of the activities it supports, and the arrangement, form, and function of buildings and spaces within it. The downtown area of any reasonably large city has a clear identity, usually reflected in the cluster of tall office buildings that serve as a location for business and administrative activity.

LANDMARKS: Prominent and outstanding structures and natural features that serve as points of orientation and identification for individuals and areas of the city. Golden Gate Park and Telegraph Hill are well known landmarks in San Francisco. Buildings or areas of historical and architectural merit may also be considered "historical landmarks," in the sense that they identify past phases of the city's development history.

MICROCLIMATE: Variations of weather conditions within a small geographical area. In San Francisco, it is not unlikely for the western side of a hill to be cloaked in fog, with the eastern side, sunny and warm. Variations of this nature imply particular design criteria. Areas with frequent cold windy weather conditions, for example, suggests that play areas be protected from the wind and have a greater emphasis upon enclosed facilities.

SCALE: "A quality in urban design that relates cities to human abilities of comprehension, and keeps component parts in the same context." Human scale: proportions and dimensions in buildings or spaces that create a sense of well being and comfort. Monumental scale: proportions and dimensions in buildings or spaces that create a sense of awe. This scale can either ennoble or overpower the individual.